United Nations DP/CCF/ELS/1/EXTENSION 1

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.: General
22 March 2000

Original: English

Annual session 2000
12-23 June 2000, Geneva
Item 12 of the provisional agenda
Country cooperation frameworks and related matters

Extension of the first country cooperation framework for El Salvador

Note by the Administrator

Period of extension	*Resources required*	*$*
1 January 2000 to 31 December 2001	TRAC	832 000
	Other	42 036 000
	Total	**42 868 000**

I. Background and justification

1. The Executive Board approved the first country cooperation framework (CCF) for El Salvador on 31 July 1997 for the period 1997-1999. The preparation of the CCF, which involved consultations with the Government, United Nations agencies and other donors, took into account the social, economic and political situation and perspectives of the country as well as national policies, plans and programmes, and technical cooperation needs.

2. Current economic, social and political trends indicate that the situation of the country has not improved from that of 1997. In fact, it has worsened in some areas, particularly related to the high levels of violence and criminality that the country is experiencing and the economic, social and environmental effects of Hurricane Mitch that struck Central America in October 1998.

3. The weak economic structure in El Salvador is characterized by low growth rates (3 per cent for the period 1996-1998), and a fragile and unconsolidated macroeconomic stability. The country still faces a huge challenge in terms of human development, which includes high poverty rates (45.1 per cent in 1998), poor access to basic services and failure to generate enough employment opportunities.

4. A new President took office in June 1999. No significant policy shifts in the political, economic or social realm have been introduced to date. The government programme known as La Nueva Alianza (The New Alliance) adopted by the new Administration is comprised of four components: employment, solidarity, security and the future. However, apart from institutional programmes and substantive actions no specific objectives or goals have been clearly stated.

5. In the context of a slowdown of government activities due to the electoral process and the

00-39864 (E) 170500

subsequent installation of a new Administration, a substantive dialogue with the new authorities for the country review and the formulation of a new CCF could not be initiated. Moreover, the UNDP office was completely involved in the preparation of the National Plan for Reconstruction and Transformation (Post-Mitch) submitted to the Consultative Group in Sweden in May 1999, which entailed the broad participation of civil society, government institutions and donors.

6. The UNDP country office has agreed with the United Nations agencies present in the country to harmonize programming periods beginning in 2002, since most of them will finalize their current programming period in 2001. It was not possible then to prepare a CCF. The country review will be carried out in the first half of 2000.

7. In view of the above, the Government has requested a two-year extension of the first CCF, from 1 January to 31 December 2001.

II. Objectives

A. Programme areas

8. The national objectives supported by UNDP through the current CCF are related to the following three programme areas: consolidation of democratic governance, poverty eradication among the great majority of the population, and regeneration and protection of the environment. The promotion of gender equality is a cross-cutting issue and has been integrated into the three programme areas; in addition, important initiatives undertaken specifically in this field are described separately below.

1. Democratic governance

9. In the area of democratic governance, UNDP support is aimed at ensuring an effective state of law in accordance with the mandate given by the 1992 Peace Agreement, the responsibilities derived from the peace process, and the reform and modernization of the public sector. This area entails an integral vision that addresses public security, human rights and the administration of justice, within the framework of sustainable human development (SHD). The objectives in this area are reform of the administration of justice, consolidation of public security institutions, strengthening of institutions and instruments that promote and protect human rights, assisting in the design and implementation of public sector modernization policies.

10. Results achieved to date in democratic governance relate to the strengthening of the ombudsman office and the judiciary to improve their administrative capacity and their relationship with civil society. However, policies that permit the consolidation of these institutions have not been adopted. UNDP also provided support to the civil society in order to improve and encourage citizen participation in the elections held during 1997 and 1999. The National Registry for Citizens was created and UNDP also provided support to initiate its activities. The Judiciary Training School was supported to develop curricula and training plans. An evaluation of international technical cooperation was carried out and its recommendations will be taken into account for future projects.

11. For the period 2000-2001, cooperation with the above-mentioned institutions will continue, particularly in the process of designing and setting in place policies that guarantee an efficient public security system, an adequate human rights protection system and mechanisms to monitor its performance. It also includes policies and mechanisms for transparent and efficient procedures in the administration of justice. Finally, support will be provided to curricula reform in the university law faculties to adapt them to the new juridical trends.

12. The programme "Violence in a Society in Transition" is an important initiative that will continue to be implemented during the period 2000-2001. This programme constitutes a response to the alarming levels of violence in El Salvador, which manifest themselves in virtually every realm of life. It seeks to strengthen national capacity to conceptualize and analyse the phenomenon of violence, formulate policies and programmes, promote training of human resources for the treatment and prevention of violence, and support coordination mechanisms among diverse initiatives.

2. Poverty eradication

13. With regard to poverty eradication, UNDP seeks to contribute to local development, creation of opportunities for the poor and social equity. Objectives in this area are the design of anti-poverty policies and

plans, improving instruments to plan, monitor and evaluate poverty eradication initiatives, strengthening of mechanisms for local development, and design and implementation of programmes/projects to increase coverage and quality of basic social services.

14. Results achieved in this area are related to different initiatives at the national and local levels to which UNDP has contributed, in partnership with other national and international institutions. Among these initiatives, it is important to mention the local development process supported by UNDP, with a focus on the strengthening of institutional capacity and sustainable development at the local level with a participatory approach, and on promotion of dialogue between the State, CSOs and the private sector. This has resulted in the formulation of the National Strategy for Local Development, recently supported by the President of the country, the creation of the National Council for Sustainable Development and support for the formulation of a law allocating 6 per cent of the national budget to local governments.

15. In addition, UNDP has promoted and contributed to the formulation of a rural development strategy, and the formulation of the National Reconstruction and Transformation Plan (Post-Mitch). National human development reports and poverty studies reflecting human development issues and challenges and linkages between macroeconomic policies and poverty have also been carried out and widely disseminated through public forums. Support has also been provided to the implementation of projects to increase coverage and improve quality in the education sector.

16. The results to be achieved during the extension period relate to the promotion of consensus-building between the State, CSOs and the private sector, and mechanisms for the adoption of the proposals mentioned above. Additionally, a national strategy on poverty is to be prepared, using as important inputs the studies already carried out.

17. Regarding poverty and gender, UNDP is coordinating the formulation by the United Nations Inter-Agency Gender Group (composed of the gender focal points of all United Nations bodies represented in El Salvador) of a project for the empowerment of young women, which will be presented for funding to the United Nations Foundation. Two project proposals by NGOs have been discussed with UNDP and are being presented for funding to the Japanese Fund for Women in Development. One proposal concerns literacy and educational improvement, vocational training and technical assistance for microenterprises of women. The other is for the strengthening of an NGO providing services to microenterprises, especially to promote women's access to these services.

3. Environment

18. With regard to the environment, UNDP supports developing a legal framework to protect the environment, updating and implementing the National Strategy for the Environment, strengthening environmental and water resources management, and institutional strengthening at the local level to promote the regeneration and protection of the environment. It also contributes to compliance with the commitments derived from the International Conventions ratified by El Salvador.

19. The main results in this area have been the promotion of consensus-building for the creation of the Ministry of Environment and Natural Resources, and the formulation of the Law for Environmental Protection and its corresponding rules of procedures. The national strategy on biodiversity and the strategy on climate change have also been formulated and are being implemented with UNDP support. The UNDP country office has succeeded in positioning itself as a close partner of the Ministry of Environment.

20. Results to be achieved during the extension period relate to the establishment of new institutional infrastructure in the Ministry of Environment, for example, and the Office for Climate Change, and structures to broaden participation (CSOs, private sector and academic institutions) in government decision-making in the environmental area. Partnerships with several bilateral and multilateral donors will be enhanced. Donor mapping activities and assistance to the preparation of donors meetings will be supported. Finally, some initiatives such as small grants for community groups and NGOs as well as a tri-national project (El Salvador, Honduras and Guatemala) for the Trifinio area are being identified for possible funding from the Global Environment Facility (GEF).

4. Gender

21. Regarding gender equality and the advancement of women, the international commitments made by the

Government of El Salvador pursuant to the Platform for Action adopted in Beijing in 1995 has led to important achievements. One of these is the creation in 1996 of the National Institute for the Advancement of Women, the Instituto Salvadoreño para el Desarrollo de la Mujer (ISDEMU), which was established as an autonomous institution whose main role is to elaborate a national policy for the advancement of women and gender equality, monitor and evaluate its implementation and ensure that gender issues are taken into account in public policies in general. ISDEMU started operating in 1997 and with UNDP support elaborated the National Policy for Women with the participation of women's organizations. Among the positive results achieved are broader acceptance of the gender perspective as a cross-cutting issue in public sector institutions, and the establishment in some ministries of gender units or commissions. However, they often lack adequate budgets and trained personnel on gender issues.

22. Additionally, the non-governmental organization (NGO) Las Dignas, through a project financed by UNIFEM and the Government of Luxembourg, has supported the first congress of women elected in municipal councils. They formed an association that represents an important venue for exchange, training and reciprocal strengthening for women municipal leaders, regardless of their party affiliation.

23. For the period 2000-2001, the country office will support various initiatives. Technical assistance and financial support to the project for the collection and analysis of statistics with ISDEMU, which started in 1999, will continue. The final objective is to set up a system of indicators that monitor the advancements achieved under the National Policy for Women. UNDP with the Inter-American Development Bank will promote workshops with government institutions and civil society organizations (CSOs), especially women's organizations, to discuss the new National Policy for Women 2000-2004.

B. Action to be taken

24. The country review will take place during the first half of 2000, in order to analyse the progress of the CCF and adjust to new priorities, some of which have already been included as part of the programming initiatives. Among these are the "Violence in a Society in Transition" and the National Plan for Reconstruction and Transformation (Post-Mitch). The review will involve government institutions, project/programme personnel, CSOs, United Nations agencies, bilateral donors and international financial institutions.

25. The common country assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) exercises are also to be carried out jointly with United Nations agencies in 2000. Together with the country review, these will provide the necessary inputs for the formulation of the new CCF in 2001.

C. CCF extension and harmonization of programming periods

26. Agreement has been reached with the United Nations agencies to harmonize programming periods beginning in 2002, since most of them (UNICEF, UNFPA, FAO, WHO/PAHO) will end their programming period in 2001. With regard to the WFP, its Executive Board has approved the country programme from 1998 to 2002. However, there is a gradual phasing out, with WFP withdrawing from some Departments and the Government taking over in these regions. WFP is withdrawing from development projects but will be ready to support any emergency initiative even after 2002.

27. Inter-agency thematic discussions, coordination and implementation of joint initiatives on gender, human rights and emergency relief, among others, have resulted in the adoption of a common position regarding the cooperation to be provided on these themes. The CCF extension period will enable UNDP to enhance substantive dialogue and joint implementation of other initiatives with the United Nations agencies, which will constitute important experiences and inputs that will greatly contribute to achieving full harmonization of programming periods in the year 2002.

III. Recommendation

28. The Administrator recommends that the Executive Board approve the extension of the first Country Cooperation Framework for El Salvador for a period of two years from 1 January 2000 through 31 December 2001.

CCF resource mobilization target table

Resource mobilization target table for El Salvador (2000-2001)

Source	Amount (In thousands of United States dollars)	Comments
UNDP regular resources		
Estimated carry-over	119	Includes AOS. To be revised when final AOS deficit determined.
TRAC 1.1.1	581	Assigned immediately to country
TRAC 1.1.2 0 to 66.7 per cent of TRAC 1.1.1		This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3	132	
SPPD/STS	130	
Subtotal	**962***	
UNDP other resources		
Government cost-sharing	35 000	Including funds from World Bank and Interamerican Development Bank loans
Sustainable development funds	700	
of which:		
GEF	200	
Kyoto Protocol (climate change)	500	
Third party cost-sharing	3 350	
of which:		
Violence in Transition Society	3 000	
Human Development Report	200	
Governance, Civil Society Initiative	150	
Funds, trust funds and other	2 856	
of which:		
Trust Fund "Peacekeeping Activities"	550	
Turner Fund	2 000	
Japanese Fund for Women in Development	156	
UNIFEM	150	
Subtotal	**41 906**	
Grand total	**42 868***	

* Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNIFEM = United Nations Development Fund for Women.

United Nations DP/CCF/ELS/1/EXTENSION 1*

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.: General
25 September 2000

Original: English

Third regular session 2000
25-29 September 2000, New York
Item 9 of the provisional agenda
Country cooperation frameworks and related matters

Extension of the first country cooperation framework for El Salvador

Note by the Administrator

Period of extension:
1 January 2000 to 31 December 2001

I. Background and justification

1. The first country cooperation framework (CCF) for El Salvador was approved by the Executive Board at its third regular session 1997 for a period of two years. The preparation of the CCF, involving consultations with the Government, United Nations organizations and donors, took into account the country's social, economic and political situation and perspectives, as well as national policies, plans and programmes, and technical-cooperation needs.

2. The structure of El Salvador's economy has been characterized by growth rates of 3 per cent (1996-1998) and fragile macroeconomic stability. The country still faces an important challenge in terms of human development, which includes 45 per cent of the population living below the poverty line (1998), insufficient access to basic services, and difficulties in generating enough employment opportunities. Important issues have emerged, such as the increased violence and criminality that the country is experiencing and the economic, social and environmental effects of hurricane Mitch which hit Central America in October 1998, subsequently affecting the country's economic performance.

3. The President, elected in March 1999, took office in June 1999. The new administration has adopted La Nueva Alianza (The New Alliance) as its Government programme, which comprises four components: employment, solidarity, security and the future. The Government aims to concentrate its efforts in

* Second reissue for technical reasons.

00-60829* (E) 250900

combating poverty. However, it is necessary to establish specific goals with regard to poverty reduction.

4. The UNDP country office has agreed, with the United Nations organizations present in the country, to harmonize programming cycles beginning in 2002, since most of them finalize their current programming cycle in 2001. For these reasons, a CCF cannot as yet be prepared.

II. Objectives

A. Objectives, achievements and expected results

5. The national objectives supported by UNDP through the current CCF relate to three programme areas: (a) consolidation of democratic governance; (b) overcoming poverty; and (c) regenerating and protecting the environment. Gender equality is a cross-cutting issue and specific initiatives have been carried out and mentioned separately from these areas.

Democratic governance

6. UNDP assistance aims to ensure an effective state of law in accordance with the mandate of the 1992 peace agreement between the Government and the Farabundo Marti para la Liberación National (FMLN), ending a 12-year conflict, the responsibilities derived from the peace process, and the reform and modernization of the public sector. The objectives in this area include: (a) reform of the administration of justice; (b) consolidation of public-security institutions; (c) strengthening of institutions and instruments that promote and protect human rights; and (d) assisting in the design and implementation of public-sector modernization policies.

7. Results achieved to date with regard to democratic governance include: the strengthening of the Ombudsperson Office and the Judiciary to improve their administrative capacity and their relationship with civil society; support to civil society to improve citizen participation in the elections held in 1997 and 1999; support to the National Registry for Citizens in initiating activities; and support to the Judiciary Training School to develop curricula and training plans.

8. For 2000-2001, cooperation with the previously mentioned institutions will continue, particularly with regard to designing and setting up policies that guarantee an efficient public-security system, an adequate human-rights protection system and mechanisms to monitor its performance. In addition, the Violence in a Society in Transition programme, which aims to strengthen national capacities to prevent different expressions of violence through public policies, programmes and training, will continue its implementation during 2000-2001.

Poverty eradication

9. UNDP seeks to contribute to local development, to the creation of opportunities for the poor and to social equity. Objectives in this area include: (a) the design of anti-poverty policies and plans; (b) improving instruments to plan, monitor and evaluate poverty-eradication initiatives; (c) the strengthening of

mechanisms for local development; and (d) the design and implementation of programmes/projects to improve the coverage and quality of basic social services.

10. Achievements in the area of poverty are related to local-development processes supported by UNDP, focusing on strengthening institutional capacity and sustainable development with a participatory approach, and on the promotion of dialogue between the State, civil-society organizations (CSOs) and the private sector. This contributed to the adoption of the national strategy for local development, the creation of the National Council for Sustainable Development, and the approval of a law that assigns 6 per cent of the national budget to local governments. UNDP has also contributed to the formulation of a rural development strategy, and a national reconstruction and transformation plan (post-hurricane Mitch). National human development reports and poverty studies have been carried out and widely disseminated. Support has been provided to the implementation of projects to increase coverage and improve quality in the education sector.

11. The expected results of the extension period include promoting consensus building between the State, CSOs and the private sector for the adoption of the above-mentioned proposals as well as a still-to-be-prepared national strategy on poverty. Support will also be provided to the micro and small enterprises through the development of clusters with a productive integration approach to promote economic development at the local level. Regarding poverty and gender, UNDP has coordinated the formulation of a project for the empowerment of young women, presented for funding to the United Nations Fund for International Partnerships (UNFIP), by the United Nations Interagency Gender Group formed by the Gender Focal Points system of United Nations organizations present in El Salvador.

Environment

12. UNDP supports the development of the legal framework to protect the environment, by updating and implementing the national strategy for the environment, by strengthening environmental management and institutions at the local level. It also helps the Government to comply with the regulations deriving from its commitments to international conventions.

13. The main results in this area include the promotion of consensus-building for the creation of the Ministry of Environment and Natural Resources, and the formulation and approval of the law of environmental protection and its corresponding rules of procedures. The national strategy on biodiversity and the strategy on climate change have also been formulated and are in the process of implementation with UNDP support.

14. The expected results of the extension period include the establishment of a new unit responsible for climate-change issues within the Ministry of Environment and of structures to broaden the participation of CSOs and private-sector and academic institutions in government decision-making in this area. Partnerships with bilateral and multilateral donors will be enhanced. Initiatives, such as small grants for community groups and non-governmental organizations (NGOs), as well as for a tri-national project (comprising El Salvador, Honduras and Guatemala) for the Trifinio area, are being identified for funding from the Global Environment Facility (GEF) in partnership with other donors.

Gender equality and the advancement of women

15. As a result of the Beijing Conference and with UNDP support, the National Institute for the Development of Salvadoran Women was created and a national policy for women was formulated with CSO participation and adopted since 1997. There is broader acceptance of the gender perspective as a cross-cutting issue in public institutions, with some ministries setting up gender units or commissions. Furthermore, the NGO Las Dignas, through a UNIFEM project, has promoted the participation of women in the planning processes at the municipal level and in municipal councils. The creation of an association of women in municipal councils, promoted by this project, represents an important achievement.

16. For 2000-2001, the programme will support the project to establish a database with the aim of setting up a system of indicators that will help to monitor the advancements achieved under the national policy for women.

B. Intended actions for the extension period of the next CCF

17. The country review is scheduled to take place during the second semester of 2000 to analyse the progress of the CCF and to adjust to new priorities, some of which have already been included as part of the programming initiatives. This review will involve government institutions, project/programme personnel, CSOs, United Nations organizations, bilateral donors and IFIs.

18. The common country assessment and the United Nations Development Assistance Framework exercises are also to be carried out jointly with United Nations organizations in El Salvador during 2000. Together with the country review, these will provide the necessary inputs for the formulation of the new CCF in 2001.

C. CCF extension and harmonization of programming cycles

19. Agreement has been reached with the United Nations organizations in El Salvador to harmonize programming cycles beginning in 2002, since most of them (United Nations Children's Fund, United Nations Population Fund, Food and Agriculture Organization of the United Nations, World Health Organization, Pan American Health Organization) will end their cycles in 2001. The Executive Board of the World Food Programme (WFP) has approved the country programme for 1998 to 2002. There is a gradual phasing out in which WFP is withdrawing from some departments.

20. Inter-agency thematic discussions, coordination and implementation of joint initiatives on, for example, gender, human rights, and emergency relief, have resulted in the adoption of a common position regarding the cooperation to be provided on these themes. The CCF extension period will enable UNDP to enhance substantive dialogue and the joint implementation of other initiatives with the United Nations organizations in El Salvador which will constitute important experiences and inputs that will greatly contribute to achieving full harmonization of programming cycles in 2002.

III. Recommendations

21. The administrator recommends that the Executive Board approve the extension of the first country cooperation for El Salvador for a period of two years from 1 January 2000 to 31 December 2001.

Annex

Resource mobilization target table for El Salvador (2000-2001)

Source	Amount (In thousands of United States dollars)	Comments
UNDP regular resources		
Estimated carry-over	116	Includes AOS. To be revised when final AOS deficit determined.
TRAC 1.1.1	581	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3	132	
SPPD/STS	130	
Subtotal	**959**[a]	
UNDP other resources		
Government cost-sharing	35 000	Including funds from World Bank and Inter-American Development Bank loans
Sustainable development funds		
GEF	200	
Third-party cost-sharing	3 350	
of which:		
Violence in Transition Society	3 000	
Human Development Report	200	
Governance, Civil Society Initiative	150	
Funds, trust funds and other	2 856	
of which:		
Trust Fund "Peacekeeping Activities"	550	
Turner Fund	2 000	
Japanese Fund for Women in Development	156	
UNIFEM	150	
Subtotal	**41 406**	
Grand total	**42 365**[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: AOS = administrative and operational services; GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNIFEM = United Nations Development Fund for Women.